



DEPARTMENT OF THE AIR FORCE
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FROM: HQ USAF/IL
1030 Air Force Pentagon
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SUBJECT: Air Force Position Paper - Joint Theater Logistics Management (JTLM)

The attached Air Force Position Paper on Joint Theater Logistics Management (JTLM) is the result of senior Air Force logistics personnel discussions in FY 00/4. The purpose was to develop the Air Force position applicable to Air Force commands supporting all CINCs. Air Force Major Commands and Air Staff logistics Directors have developed consensus on the Air Force position to support a CINCs' implementation of JTLM.

The "Air Force Position Paper - Joint Theater Logistics Management" is forwarded for your use to integrate Air Force support of JTLM as provided in Joint Publication 4-0, *Logistics Support of Joint Operations*.

The Position Paper is intended to be a living document that will be updated periodically. If you have proposed changes, the IL POC is Mr Jim Starr, AF/ILXS, DSN 225-4616, E: james.starr@pentagon.af.mil.

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Attachment:
Air Force Position Paper - JTLM

POSITION PAPER
ON
JOINT THEATER LOGISTICS MANAGEMENT

1. The purpose of this discussion is to state an Air Force position on Joint Theater Logistics Management (JTLM) options for Theater CINC's. A position is desired due to the inclusion of JTLM concepts in Joint Publication (JP) 4-0, *Doctrine for Logistics Support of Joint Operations*, dated 6 April 2000. In order to develop a position, there needs to be an understanding of the CINC level theater logistics needs and DoD/AF strategic guidance. As stated in JP 4.0, there are various options to provide joint logistics management support to a theater CINC. This Paper discusses three concepts for CINC's use of theater logistics management. The recommended Air Force position supports a CINC establishing an organization (peace and/or wartime) at CINC level under the J4 to perform joint theater logistics management functions with minimal changes in manpower authorizations.

2. When Joint Theater Logistics Management (JTLM) concepts were included in JP 4-0, it created a need to address how options presented in Joint Doctrine optimize support for the mission. Are changes to Air Force policy and doctrine needed to standardize procedures? Also, is there impact to Title 10, US Code? Title 10 establishes Service requirements to organize, train and equip forces in peacetime and wartime.

3. BACKGROUND. The Joint and Service communities have struggled for almost a decade with improving command and control of theater logistics forces and services. In 1994, the

Army's Combined Arms Support Command (CASCOM) proposed a Joint Logistics Support Command (JLSC) as the command and control organization for joint theater support operations but was not implemented. The JLSC evolved to Theater Support Command (TSC). In recent years, the Army staff supported the creation of a theater logistics manager concept under a variety of titles, e.g., Theater Support Command, Directive Authority for Logistics, Logistics C2 and Theater Logistics Management Commander (TLMC). These approaches add another layer of bureaucracy between the warfighter and the Service components. Title 10, USC and JP 0-2 (1995), *Unified Action Armed Forces (UNAAF)* already provide a CINC with directive authority for logistics. Therefore, Air Force's position has been to non-concur with a "Logistics Commander" concept because it is less flexible, less timely in support and less adaptable to meet Expeditionary Aerospace Force (EAF) support requirements.

4. RECENT RELATED ACTIVITIES. JP 4-07, Common-User Logistics (CUL) (Final Draft 28 Dec 00) focuses on eliminating duplication of logistics by the Services. CUL could occur when a materiel or service support is shared or provided by at least two Services, DoD agencies or multinational partners to another. CINC's may designate all ten classes of supply as CUL, but have generally only designated CUL leads for resources such as water, fuel, general purpose vehicles, and port operations in theater distribution. At the theater level, cross leveling can occur when an authority has the ability to shift materiel inventory from one owner to meet the requirement of another. Also available is a CINC option to designate a Single Integrated Theater Logistics Manager (SITLM) whereby a Service or agency, usually in a mature theater, is designated for planning and execution of a specific CUL item or related items. A lead Service or

agency for CUL can also be designated to be responsible for execution of common-user item/service support in a specific combatant commander/multinational operation as defined in directives.

5. As defined by JP 4-0, the CINC/J4 key logistics functions include:

- Monitor current/evolving theater logistics capabilities/limitations (e.g. organizing and interpreting logistics data)
- Coordinate logistics support with upcoming operations (e.g. direct transfer of logistics support from one Service or location to another within theater based on information technology enablers)
- Advise CINC on supportability of proposed operations or Course of Actions (COA) (e.g. J4 provides gross analysis of COA at CINC level before Services do detailed assessments)
- CINC's agent/advocate to non-theater logistics organizations (e.g. coordinating with JCS staff, supporting organizations, TPFDD priority flow and allies)
- Manage joint logistics organizations (e.g. Logistics Readiness Center (LRC), Joint Movement Center (JMC), POC for Joint Petroleum Office (JPO), Joint Materiel Priorities and Allocation Board (JMPAB) and Joint Transportation Board)

6. Development of a JTLM organizational structure is discussed in JP 4-0 as a method to help achieve a unified logistics focus within a theater. JP 4-0 states that at the theater strategic level, the geographic combatant commander should weigh specific considerations of determining

logistic resources to move/sustain combat forces, procuring logistic resources in a timely manner, allocating logistic resources among subordinate commands and establishing an optimum distribution system to achieve mission effectiveness. The CINC's concept of logistics support will influence logistics decisions for providing common or joint service for maintenance/transportation/salvage operations, responding to destruction/damage of theater infrastructure, and obtaining wartime host-nation support and common supply support (e.g. subsistence, petroleum, selected munitions, and selected repair parts). CINC's have the prerogative to organize both assigned and attached forces within theater, as they deem necessary to accomplish theater logistics management in support of the mission. The Joint Force Commander (JFC) organizational structure discussed in JP 0-2 shows a separation of Services (e.g. Air Force Forces, Army Forces). There is no discussion of one Service's personnel working directly for another Service Component Commander within a geographic CINC. A discussion of the Theater Logistics Management options presented in JP 4-0 follow in paragraphs 7 through 9.

7. OPTION 1. CINC ESTABLISH A JTLM ELEMENT, SERVICES AUGMENT J-4 STAFF OR EXPAND THE LOGISTICS READINESS CENTER (LRC). The CINC may establish a JTLM Element (JTLME). One option would fuse movement control and materiel management that may produce synergy for logistics capabilities of the joint force. JTLME allows the CINC to choose among options to employ this element. The CINC should have more visibility on what and when logistics will arrive in Theater. JTLM helps ensure that the right product is delivered to the right place at the right time. A JTLME assigned to the CINC/ J4 can

optimize logistics efforts at the operational level and minimize impact on Service organizations already tasked under Title 10 USC to organize, train and equip forces in peacetime and wartime. Augmentation of a CINC/J4s staff and/or its Logistics Readiness Center (LRC) are options that are currently used extensively for daily and contingency operations. Air Force recommends the JTLME report to the CINC/J4. The JTLME would monitor and coordinate Service Component logistics since Services maintain ADCON over logistics.

8. OPTION 2. ONE SERVICE ORGANIZATION AS MANAGER. In this option, one Service serves as a logistics nucleus for the theater, managing joint requirements and delegating logistics responsibilities to the JFC/CC. One example cited in JP 4.0 is the Army Theater Support Command (TSC). However, JP 0-2 does not appear to lend itself to the use of AF support personnel to augment another Service Component Command, in this case an Army logistics support Commander. This “one Service approach” adds another layer of bureaucracy between the warfighter and the logistics support sources of the other Service Components. Title 10, USC and JP 0-2, *Unified Action Armed Forces (UNAAF)* already provide a CINC with directive authority for logistics. Therefore, Air Force’s position has been to non-concur with a “logistics Commander” concept because it is less flexible, less timely in spare parts support, and less adaptable to meet Expeditionary Aerospace Force support requirements. The issue with these structures is that with multiple JTF/CCs within one Theater, one function needs to set priorities. The CINC/J4 staff from each Service is the appropriate level for logistics management in all Theaters.

9. OPTION 3. STAND-ALONE LOGISTICS AGENCY. An Agency would add another layer of bureaucracy between the “flightline” and the source of supply. Also, all types of supply, not just common use supplies, could be impacted if an Agency were established which would interfere with the current Title 10 USC authority for a Service to organize, train and equip its forces. This would include single Service supplies. At the present time, only Defense Logistics Agency (DLA) could do this mission. A twist on this option is Gen (Ret) Shalikashvili's proposal to establish a Logistics Command, which includes the current USTRANSCOM and DLA, with a Joint Regional Logistics Commander under each CINC. In order to implement this proposal, action would be required at the JCS level to change Title 10 USC. There is incomplete information available to further analyze this proposal at this time.

10. There currently exists both DOD and Air Force strategic guidance relevant to joint theater logistic management. Joint Vision 2020 (May 2000) includes an operational concept of Focused Logistics for which the goal is time-definite delivery of assets to the warfighter. The DoD Logistics Strategic Plan (Aug 1999) includes one logistics objective of “Minimize logistics costs while meeting warfighter requirements.” The Expeditionary Air Force (EAF) concept was studied from July 1998 and began implementation on 1 Oct 1999. EAF is a vision for a strategy on how to organize, train and equip to create an aerospace force and an expeditionary mindset. The Aerospace Expeditionary Force (AEF) is a tool that implements the EAF strategy and provides warfighting CINCs with rapid and responsive aerospace power, tailored to meet theater specific needs across the spectrum of response options from humanitarian relief to combat operations. The essence of EAF is to have lethal, adaptive and responsive aerospace capability

for use globally at a moment's notice. This type capability and responsiveness requires properly tailored and integrated logistics capability that the Service is best suited to provide.

11. CINC theater logistics management system analysis for a LRC, the command and control center for J4, and JTLM has been performed for three CINC's - EUCOM, PACOM and CENTCOM. The LRC under the J4 is the most common for CINC's, but different for each CINC in this study. PACOM has an LRC, but also a Joint Movement Center (JMC) and a Deployment Management Team (DMT). EUCOM does not have a standing LRC structure, but coordinates logistics issues thru the Logistics Plans office with a J4 Watch Officer on weekends. CENTCOM has an LRC.

12. Concerning the option in JP 4-0 for a Joint Theater Logistics Management Element (JTLME), neither EUCOM nor PACOM currently have any proposals under consideration. However, USCENTCOM J4/7 has initiated such a proposal with their Service component logistics staffs. In the Air Force, this involves USCENAF/A4. USCENTCOM is considering how to structure joint logistics in its AOR. One proposal involves using the Army's 377th Theater Support Command (TSC), possibly augmented by personnel from the other Services, as the nucleus of a JTLME. Some options under consideration appear to violate unity of command in assigning logistics personnel from other Service Components to another Service, vice functional, Component Commander. Moreover, this approach infringes upon Service administrative control (ADCON) responsibilities for logistics since a TSC is envisioned to direct operational level logistics support. This structure does not optimize combat service support for the reasons discussed in paragraph 8 above.

13. SUMMARY AND POSITION: Analysis of three CINC's J4 organizations leads the Air Force to conclude that placing a joint theater logistics management element under the J4 would optimize logistics management efforts at the operational level and minimize impact of personnel tasking to the Services. The Air Force supports a CINC establishing an organization (peace and/or wartime) at CINC level under the J4 to perform joint theater logistics management functions with minimal changes in manpower authorizations.